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ABSTRACT

This booklet provides members of the National Education Association (NEA) with background information about accreditation and certification so that they can take appropriate action to change teacher education. Part one presents an overview of accreditation and certification in teacher education. Section one of this part contains information on the purpose of accreditation, while sections two, three, and four discuss state approval, regional accreditation, and national accreditation. Interrelationships among accrediting associations are discussed in section five. Finally, the NEA position on self-governance is presented in section six. Appended in this first part is a list of licensure and accreditation boards for selected professions. Part two contains guidelines for teacher involvement to improve teacher education. The first section deals with how to begin, while the next two sections focus on what to find out from state agencies and what to do with state agencies. Section four contains information on participating in the National Council for Accreditation of Teacher Education, and section five discusses how to work with the Student NEA. Appended to this part is NEA Resolution 75-33 on teacher education. (RC)

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Teachers Can Change Teacher Education

By Influencing State Approval and National Accreditation

ED124548

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PREFACE

Teachers Can Change Teacher Education is the result of a project of NEA Instruction and Professional Development. The purpose of this booklet is to provide members of the National Education Association with background information about accreditation and certification so that they can take appropriate action to change teacher education. (The NEA's position on teacher education is presented in Resolution 75-33, reproduced in the Appendix to Part Two, page 42.)

Specifically, the booklet is intended to give teachers an understanding of:

- The organizations involved in accreditation of teacher education
- How these organizations are structured and operate
- The interrelationships among these organizations
- The role of the teaching profession in accreditation
- The problems and issues involved in the accreditation of teacher education programs.
- The criticisms leveled against the accreditation process
- How to become involved in the organizations concerned with accreditation in order to make the changes teachers want made in teacher preparation programs.

We hope teachers will find the booklet useful in their efforts to bring about the changes needed.

Part One, "An Overview of Accreditation and Certification in Teacher Education," was prepared as part of a joint project with the Student NEA. (See *The Student NEA Looks at Accreditation*, 1975.)

Part Two, "Guidelines for Teacher Involvement To Improve Teacher Education," was prepared to aid teachers in deciding what specific steps they may want to take in their attempts to effect change. It parallels the guidelines section of the Student NEA booklet.

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John D. Sullivan, Director
NEA Instruction and
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Part One

AN OVERVIEW OF ACCREDITATION AND CERTIFICATION IN TEACHER EDUCATION

I. THE PURPOSE OF ACCREDITATION

Accreditation is "the process whereby an organization or agency recognizes a college or university, or a program of study, as having met certain predetermined qualifications or standards."[1] The accreditation process as we know it today is a uniquely American institution which developed because of the absence of federal control of education, because of the failure of the states to exercise their legal authority over higher education, and because of a strong drive for the development of uniform, minimum national standards.

John Mayor, in his study *Accreditation in Teacher Education*, listed five purposes of accreditation:

1. *Service to the public.* Accreditation is supposed to guarantee to the citizen quality in an institution of higher learning.

2. *Institutional improvement.* Minimum standards, the initial accreditation, and the periodic reevaluation visitations are seen as a major thrust for the improvement of teacher education.

3. *Facilitating transfers.* The establishment of national standards or norms allows college and university admissions officers to make easier and more rapid judgments regarding the admission or graduation of a student, and the movement of a student on to the next level of matriculation.

4. *Raising standards of the profession.* "An important objective of accreditation is to raise the standards of education for the practice of a profession. Almost every profession has adopted accreditation

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[1]Mayor, John R. *Accreditation in Teacher Education: Its Influence on Higher Education.* Washington, D. C.: National Commission on Accrediting (now part of Council on Postsecondary Accreditation), 1965. p. 5.

as a means of suggesting how its practitioners should be prepared, and as necessary, of enforcing its ideas."[2]

5. *Information for prospective employers.* Accreditation is taken as proof of the quality of training which a graduate from the institution has received.

There are four general steps involved in accreditation:

1. The accrediting agency decides what standards or criteria of measurement it will employ.

2. On-site visitations to the institution are conducted by a team of qualified experts to determine if the institution's policies and practices meet with the established standards.

3. The accrediting agency publishes a list of institutions that have met its standards.

4. Periodic reviews are conducted to assure that the institution continues to meet the established standards.

Accreditation is a voluntary service; the institution evaluated initiates the procedure by petitioning the organization having accrediting jurisdiction.

Accreditation and state approval are important in the determination of teacher education curricula. Accreditation and certification are additionally important because "they can have a crucial effect on an individual's employment."[3] If an individual does not

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[2] *Ibid.*, p. 12.

[3] Olson, Paul. "October Report." Unpublished draft of the final report of the Study Commission on Undergraduate Education and the Education of Teachers. Lincoln: University of Nebraska, October 1974. Chapter II, p. 41.

have the required courses mandated by the state's approved program or standards, he/she will not be certified and will be unable to find a job. Among states participating in reciprocity agreements, accreditation is the major and in some instances the only factor in determining the acceptance of an individual's teaching credentials.

Finally, accreditation status is used by foundations, by individuals, and by the federal government in making grants to colleges and universities. John R. Proffitt, director of the Accreditation and Institutional Eligibility Staff, U. S. Office of Education, explains:

> The U. S. Office of Education maintains lists of accrediting agencies and state agencies which have been recognized by the U. S. Commissioner of Education as reliable authorities concerning the quality of education or training offered by educational institutions or programs. Accreditation is one of the major requirements for institutional eligibility for various federal funding programs of assistance to education, including both institutional assistance and student financial aid programs.

There is tremendous pressure put on institutions, from outside agencies as well as from the university itself, to gain prestige by having accredited status. In reality, accreditation is far from a voluntary choice; it is a necessity for institutions of higher learning today.

There are a number of factors which complicate accreditation of teacher preparation:

1. Programs in teacher education are offered by more colleges and universities than any other professional field of study.

2. Teacher education is dependent upon or related to more facets of a total institutional program than any other area of specialized accreditation.

3. There are philosophical differences regarding the best way to prepare teachers.

4. There is a greater diversity of specialization within teacher education than is true of any other professional field of study.[4]

The lack of agreement on and validated research to support what the necessary skills of a teacher are have resulted in there being "little statistical evidence that teacher education institutions produce people who are appreciably more capable in handling the job of teaching than people who have similar intellectual background but have had no training in teaching.[5]

There are three levels of approval or accreditation in teacher preparation: state, regional, and national. The state is involved in approval through its power to regulate education and to issue teaching certificates. The regional accrediting agencies evaluate the total institution, and the national teacher education accrediting body -- the National Council for Accreditation of Teacher Education -- evaluates the teacher education program.

II. STATE APPROVAL

The state is involved in the approval of teacher education programs because of its legal authority to regulate education and to certify competent teachers. Certification is "a process of legal sanction, authorizing the holder of a credential to perform specific services in the public schools of the state."[6] Although certification is usually understood to mean the licensing of an individual, the majority of the states (45 of them) use the approved-program approach,

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[4]Mayor, *op. cit.*, p. xv.
[5]Olson, *op. cit.*, Chapter IV, pp. 1-2.
[6]Mayor, *op. cit.*, p. 5.

which is the same general procedure that the accreditation associations follow.[7] In the approved-program approach, certification is based upon the recommendation of the institution that the student has completed a program of teacher education according to the minimum standards of the state.

> This implies that the state exercises careful scrutiny of a teacher education program before approval...on the basis of a campus visit and positive appraisal of a program by a team broadly representative of the profession....It implies further that the institution's recommendation of a candidate who has completed the program is given major...emphasis in issuing the certificate.[8]

> Each state department of education is involved directly or indirectly in the accreditation or approval of teacher education programs within both public and private colleges and universities of the state. In some instances this function is specifically provided for by statute and is supplemented by rules and regulations of the state education agency. Where statutory authority is lacking, the state board of education or state department of education supplies the legal authorization necessary, usually as an application or extension of its authority in teacher education and certification. In the absence of specific statutes, a state should provide explicitly, through board of education regulations or administrative policies of the department, the legal authority for the approval of teacher education programs.[9]

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[7]Sinnett, T. M. *A Manual on Standards Affecting School Personnel in the United States.* 1974 Edition. Washington, D. C.: National Education Association, 1974. p. 5.

[8]*Ibid.*

[9]National Association of State Directors of Teacher Ed-

Each state has its own unique patterns and policies of state approval. (See guideline II, "What To Find Out About State Agencies," p. 39.)

State department officers responsible for teacher education and certification belong to the National Association of State Directors of Teacher Education and Certification (NASDTEC). NASDTEC *Standards for State Approval of Teacher Education*, as revised in 1973, represent "the consensus of department of education personnel" and are "intended to help upgrade the quality of instruction in institutions engaging in the education of teachers and to promote a greater degree of uniformity in accreditation procedures among the states."[10] NASDTEC recommends that the states follow its standards in structuring their state approval programs. Copies of the NASDTEC standards may be obtained by writing the Utah State Board of Education, Division of Instructional Support Services, 1400 University Club Building, Salt Lake City, Utah 84111. (Single copies cost $2.) NASDTEC standards do not reflect the position of the entire profession, only that of state department personnel.

Many states have incorporated the NASDTEC standards into their state standards. According to a 1974 NEA survey, 22 of the states belong to the NASDTEC reciprocity system, which means that they "will issue regular certificates to out-of-state graduates of programs approved by the home state on the basis of *Standards for State Approval of Teacher Education*...."[11] Such certification reciprocity facilitates the transfer of professional teachers from one state to another. In addition to the NASDTEC agreement, there is the Interstate Certification Project (ICP). For further infor-

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ucation and Certification. *Standards for State Approval of Teacher Education*. 1973 Edition (revised). Salt Lake City: Utah State Board of Education, 1973. Chapter I.

[10] *Ibid.*, preface.

[11] Stinnett, *op. cit.*, p. 6.

mation on the ICP, contact Helen Hartle, Director, ICP, c/o New York State Education Department, Albany 12210 (518/474-6440).

III. REGIONAL ACCREDITATION

Regional accreditation is an accreditation of the institution in general, and does not really address itself to whether the institution is able to prepare members of a specific profession. Regional accreditation, therefore, is considered a necessary base before a group such as the National Council for Accreditation of Teacher Education (NCATE) would even consider visiting an institution to see if its programs for the preparation of teachers could be approved. Regional accreditation is no indication of any kind of accreditation of teacher education.

"The most widely recognized accreditation of public and private nonprofit schools is conducted by six regional associations."[12] The regionals were the first accrediting agencies to be set up; they were established in response to the tremendous growth in secondary schools and institutions of higher education beginning in the late 1800's.

> It was during this period of efforts to establish the function of the regional associations that formalized notions of what constitutes an American college and university came into being. Standards emerged for finance, faculty, physical facilities, admissions standards, and curriculum....[13]

The relevant accrediting commissions within the six regional associations are:

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[12]Robb, Felix C. "Accreditation: Schools." *Encyclopedia of Education.* (Edited by Lee C. Deighton.) New York: Macmillan Co. and Free Press, 1971. p. 50.

[13]Olson, *op. cit.*, Chapter II, pp. 13-14.

Middle States Association of Colleges and Secondary Schools

Harry W. Porter, Executive Secretary
Commission on Higher Education
Gateway One, Raymond Plaza West
Newark, New Jersey 07102

States: Delaware, District of Columbia, Maryland, New Jersey, New York, Pennsylvania, Puerto Rico.

New England Association of Schools and Colleges

Robert R. Ramsey, Jr., Director of Evaluation
Commission on Institutions of Higher Education
131 Middlesex Turnpike
Burlingame, Massachusetts 01803

States: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont.

North Central Association of Colleges and Secondary Schools

Joseph Semrow, Executive Secretary
Commission on institutions of Higher Education
5454 South Shore Drive
Chicago, Illinois 60615

States: Arizona, Arkansas, Colorado, Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, New Mexico, North Dakota, Ohio, Oklahoma, South Dakota, West Virginia,Wisconsin,Wyoming.

Northwest Association of Secondary and Higher Schools

James F. Bemis, Executive Director
Commission on Higher Schools
3731 University Way, N. E., #104
Seattle, Washington 98105

States: Alaska, Idaho, Montana, Nevada, Oregon, Utah, Washington.

Southern Association of Colleges and Schools

Gordon W. Sweet, Executive Secretary
Commission on Colleges
795 Peachtree Street, N. E.
Atlanta, Georgia 30308

States: Alabama, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia.

Western Association of Schools and Colleges

Kay J. Anderson, Executive Director
Accrediting Commission for Senior Colleges and Universities
c/o Mills College
Oakland, California 94613

Harry D. Wiser, Secretary
Accrediting Commission for Junior Colleges
P. O. Box 4065
Modesto, California 95352

States: California, Hawaii.

The regional accrediting associations evaluate secondary schools and vocational and technical schools as well as colleges and universities. The associations are supported by membership fees and admit to membership only those institutions that meet their standards. "The regional accrediting agency is usually both an accrediting body and a membership organization. Colleges and universities are said to 'belong' to the association as members, and attend its meetings and conventions for inspiration, help, and improvement."[14]

[14]"Regional and Professional Accreditation." Washington, D.C.: National Council for Accreditation of Teacher Education, 1971. p. 1. (A summary which borrows from the article by W. Earl Armstrong in *Liberal Education*, Vol. 47, No. 2, May 1962.)

An NCATE paper, "Regional and Professional Accreditation," described the regional associations as follows:

> The regional accrediting association is oriented towards the needs of institutions, and perhaps logically so, considering the thrust of the movement. The voting members of the association are almost always the presidents and deans of institutions and are likely to think with the problems of the institutions they represent in their minds. It is difficult for this kind of agency to develop policies that would work a genuine hardship on member institutions. Revolutionary changes are unlikely to occur. While it would be both unfair and untrue to say that such agencies lack interest in the public good, it does appear to be true that the focus and thrust of the agency is institutionally oriented first, and society-oriented second.
>
> ...In the preparation which an institution undertakes to get ready for the arrival of the team... the regional agency asks the institution to make a "self-study" and the purpose of the self-study is to identify problems on which the faculty of the institution should be working. These self-study reports call attention very openly to points of weakness and they raise questions for future action by the faculty. The reports are likely to collect facts largely for the purpose of identifying problems. The reports are developed primarily for the benefit of the institution.[15]

Three of the regionals compose their higher education visitation teams entirely of faculty and administration (North Central, New England, and Western). The categories from which the other regionals draw on to make up the rest of their teams are secondary school personnel, non-educators, students, and trustees.[16]

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[15] *Ibid.*, p. 2.

[16] Federation of Regional Accrediting Commissions of Higher Education. "Data About the Regional Accredit-

The institution being evaluated has considerable leeway in the makeup of the team, although no commission gives the institution the right to reject candidates.

A survey of the regional accrediting agencies compiled in August 1974 asked the following question: "If an institution...has accreditation postponed or denied, is this made public?" Only two of the regionals, the Northwest and the Southern, make public the reasons for a withdrawal of accreditation to an institution of higher education. The North Central Association is the only regional association which makes public the awarding of probationary status. The principal means of releasing information on accreditation status is through notification to the state and federal offices of education and in the annual listing or other internal publications of the regional association, a newsletter or proceedings from their annual convention.[17]

John Mayor commented that once the regionals had accredited about 85 percent of the existing colleges and universities they lost zeal for applying minimum standards and began to apply qualitative rather than quantitative standards of measurement. He noted:

> When a private institution under review appears to be borderline, or even below minimum standards, it has a good chance of being granted provisional accreditation or probationary status on the assumption that the institution will be able to overcome its difficulties. Then if, at the expiration of the provisional or probationary period, the college still appears deficient, one or more additional periods of grace might be permitted.[18]

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ing Commissions." Washington, D.C.: Council on Postsecondary Accreditation, August 1974. p. C5.

[17] *Ibid.*, p. D3.

[18] Mayor, *op. cit.*, p. 41.

Teacher education appears to be a very minor item to which the regionals pay attention in their accreditation of the total program. In more recent years the regionals have been dealing with accreditation programs involving junior colleges, specialized schools, and expanding degree programs.

Paul Olson, director of the Study Commission on Undergraduate Education and the Education of Teachers, commented:

> For as long as the regionals accredit "institutions in general" and the so-called "general education" component of teacher education, the focus and purpose of the regionals are not sufficient to ensure that the "work in the disciplines" required of teachers will be an adequate preparation for their teaching career in a particular community.[19]

The regionals formed the Federation of Regional Accrediting Commissions of Higher Education (FRACHE) in 1964. The Federation, in turn, was one of the associations which formed the Council on Postsecondary Accreditation (COPA) in July 1974, along with the National Association of Bible Colleges, the Association of Independent Colleges and Schools, the National Association of Trade and Technical Schools, and the National Home Study Council. These associations represent all of the agencies accrediting programs in postsecondary education. COPA "reviews the work of its member accrediting agencies, determines the appropriateness of existing or proposed accrediting activities, and performs other related functions"[20] in accord with its bylaws. Information on COPA is available from Council on Postsecondary Accreditation, One Dupont Circle, N. W., Suite 760, Washington, D. C. 20036 (202/452-1433).

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[19] Olson, *op. cit.*, Chapter II, p. 19.

[20] "Bylaws of the Council on Postsecondary Accreditation." Washington, D. C.: Council on Postsecondary Accreditation, 1974.

IV. NATIONAL ACCREDITATION

The National Council for Accreditation of Teacher Education (NCATE) evaluates and accredits the professional component of teacher education programs. NCATE is composed of five constituent organizations: the National Education Association (NEA), the American Association of Colleges for Teacher Education (AACTE), the Council of Chief State School Officers (CCSSO), the National School Boards Association (NSBA), and the National Association of State Directors of Teacher Education and Certification (NASDTEC). NEA and AACTE hold the majority of the membership and provide a large part of the financial support of the Council. In addition, there are five associate member seats on the Council: the Student NEA, the Association of Teacher Educators, and the National Council of Teachers of Mathematics are three that have been approved thus far. Associate membership (without voting rights) is an initial step to constituent membership.

An organizational chart of the NCATE structure appears on page 16.

NCATE accredits only four-year institutions and it accredits each separate teacher education program, regardless of the department (e.g., music, agriculture, or home economics), according to the following categories: "(1) preparation of elementary school teachers, (2) preparation of secondary school teachers, and advanced categories for elementary and secondary teachers, as well as (3) preparation of school service personnel such as administrators, supervisors, guidance counselors, school psychologists, and superintendents."[21]

The prerequisites for NCATE evaluation are (a) state approval of the teacher education program by the

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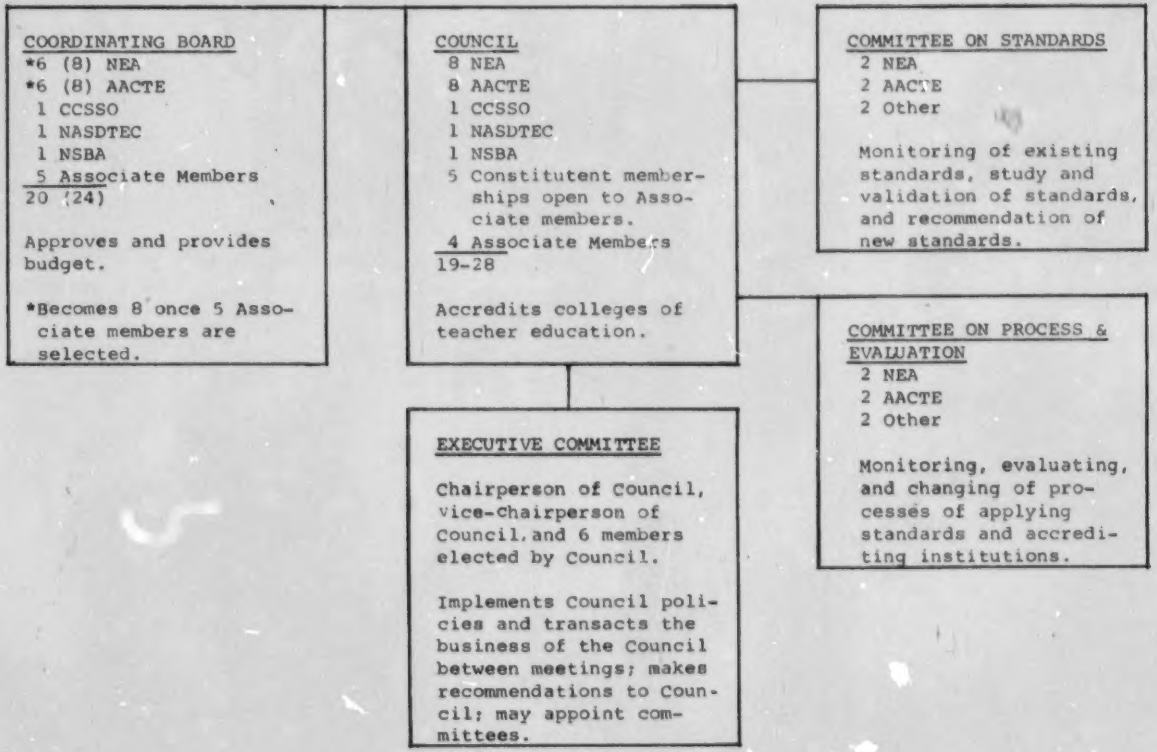
21*Twenty-First Annual List.* Washington, D. C.: National Council for Accreditation of Teacher Education, 1974. p. 5.

NATIONAL COUNCIL FOR ACCREDITATION OF TEACHER EDUCATION
ORGANIZATIONAL CHART


COORDINATING BOARD
*6 (8) NEA
*6 (8) AACTE
1 CCSSO
1 NASDTEC
1 NSBA
5 Associate Members
20 (24)
Approves and provides budget.
*Becomes 8 once 5 Associate members are selected.
COUNCIL
8 NEA
8 AACTE
1 CCSSO
1 NASDTEC
1 NSBA
5 Constitutent memberships open to Associate members.
4 Associate Members
19-28
Accredits colleges of teacher education.
COMMITTEE ON STANDARDS
2 NEA
2 AACTE
2 Other
Monitoring of existing standards, study and validation of standards, and recommendation of new standards.
COMMITTEE ON PROCESS & EVALUATION
2 NEA
2 AACTE
2 Other
Monitoring, evaluating, and changing of processes of applying standards and accrediting institutions.
EXECUTIVE COMMITTEE
Chairperson of Council, vice-chairperson of Council, and 6 members elected by Council.
Implements Council policies and transacts the business of the Council between meetings; makes recommendations to Council; may appoint committees.

state department of education, (b) regional accreditation by a regional accrediting agency, (c) evidence of a letter of intent to comply with the affirmative action guidelines of the U. S. Office of Education, and (d) graduates from each program being evaluated.

The steps involved in an NCATE evaluation are as follows:

Phase I: Institutional Self-Study
The institution studies itself and writes a report. Copies go to NCATE and to the NCATE evaluation team members.

Phase II: NCATE Team Visit
The NCATE team visits the campus and writes another report. Copies go to the Washington, D. C., office of NCATE. (Fall and spring semesters.)

Phase III: Evaluation Boards Meet
NCATE mails copies of the institutional and team reports to members of several evaluation boards. The boards study the reports carefully at home, come together to compare study notes and make a recommendation. Recommendations for accreditation are taken to the Council for final action. (March through July.)

Phase IV: Council Meeting
The Council receives the recommendations of the evaluation boards and makes the final decisions. It instructs the NCATE director to communicate with each of the institutions evaluated and give it the decision and recommendations of the Council.

The institution must request accreditation. A list of possible team members is presented to the institution, which has the power to accept or reject them. The institution pays the costs of the initial evaluation and subsequent reevaluations. (In addition, it also pays an annual membership fee.)

NCATE team members are drawn principally from the following:

(a) Colleges and universities preparing elementary and secondary teachers and school service personnel
(b) Professional organizations and learned societies
(c) State agencies.[22]

NCATE teams are usually composed of six persons for undergraduate degree programs and nine or ten persons for institutions which offer both graduate and undergraduate programs. It is official NCATE policy that there shall be at least two practitioners on each team. One of these is a classroom teacher; the second may be a teacher, an administrator, or some other instructional specialist. Each team must have female and minority representation. Students may serve on NCATE visitation teams; however, there have been few instances in which students have participated.

The NCATE standards "were prepared by the Evaluative Criteria Study Committee of the American Association of Colleges for Teacher Education" (the AACTE's membership consists of 850 teacher education institutions). It has only been within the past year that the NCATE Standards Committee has been moved from the AACTE. The AACTE was the first organization to evaluate teacher preparation programs, although it was never officially recognized by the National Commission on Accrediting, which was organized in 1949.

The NCATE "Guidelines for Preparing the Institutional Report" are geared primarily to gather a great deal of information about how the university is structured, how it defines its teacher preparation function, and how much education its faculty members have, for exam-

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22"Visiting Team Membership." Washington, D. C.: National Council for Accreditation of Teacher Education, n.d. p. 1.

ple. The standards give no clear picture of what are the necessary skills and capabilities of a teacher. The standards do not provide for testing the skills of the student as a teacher. Rather, they evaluate the university according to standards of how the university should prepare a teacher. Paul Olson has commented:

> ...the guidelines and recommendations and the teacher programs based on them have not, so far as can be discovered, been validated as having positive and benign effects on the skills, knowledge, and competence of prospective or of in-service teachers. Nor has it been demonstrated that completion of such a program will cause a teacher to have a benign effect on the achievement or well-being of children whom he or she teaches.[23]

As with the regional accrediting associations, "the lists of accredited institutions indicate only those institutions which meet the standards for accreditation and not the rank of institutions in the degree to which they surpass these standards."[24]

"The documents used in NCATE evaluation and accreditation activities are considered confidential."[25] NCATE does have an appeals board which is composed of "five persons from outside Council membership." A request for appeal must be made within 30 days after notification of Council action.

NCATE describes its relationship with the regional accrediting agencies and state education departments as follows:

> The Council shares information with them [the regionals] and conducts joint or independent evalua-

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[23]Olson, *op. cit.*, Chapter II, p. 35.

[24]Dickey, Frank G. "Accreditation:Colleges." *Encyclopedia of Education, op. cit.*, p. 55.

[25]Doran Christensen, associate director of NCATE, as quoted in Olson, *op. cit.*, Chapter II, p. 21.

tions in accord with agreed upon policies and procedures. The Council also conducts joint evaluations involving teams representing state departments of education, when this is desired. In joint evaluations involving the Council and the regional associations, the two organizations have joint teams of evaluators and the institutions prepare reports to each organization. Each accrediting agency takes separate action on the institutions and publishes separate lists of accredited institutions.[26]

V. INTERRELATIONSHIPS AMONG ACCREDITING ASSOCIATIONS

The state agencies and the regional and national accrediting associations all attest to being independent. Their activities, however, are significantly interwoven through joint evaluation efforts, through accrediting prerequisites, through reciprocity agreements, through the professional associations and learned societies, and through the actions of the federal government. NCATE, for example, relies on regional accreditation as evidence of the overall general quality of an institution. NASDTEC, in turn, relies on NCATE accreditation as the standard of quality for an institution. The NASDTEC standards make the following further recommendation:

> It would appear to be advantageous to state education agencies to adopt policies which would permit maximum cooperation with NCATE and coordination of state approval and accreditation whenever possible. In organizing visiting committees, it would be desirable to establish cooperative arrangements which facilitate working relationships.[27]

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[26] *Twenty-First Annual List, op. cit.*, p. 6.

[27] NASDTEC Standards, as cited in Olson, *op. cit.*, Chapter II, p. 10.

The NASDTEC standards go on to recommend this same type of cooperation with the regionals and the various subject matter organizations such as the American Association for the Advancement of Science and the American Historical Association:

> For the most part, the extant advice, recommendations, and guidelines from professional societies have their source in federally funded projects dating from the 1960's in which, for the most part, NASDTEC worked with a number of professional societies to develop guidelines for teacher education in various discipline-oriented specialties.[28]

The federal government aids the accrediting associations through the funding of projects. The NCATE standards are the result of pilot testing of an earlier draft of the standards which was done under a contract with the U. S. Department of Health, Education, and Welfare, Office of Education. The NASDTEC standards represent a "further revision of United States Office of Education Circular No. 351."

VI. THE FEDERAL ROLE IN ACCREDITATION

The U. S. Commissioner of Education is authorized to determine the eligibility of institutions for direct student financial aid and institutional support. The Commissioner is responsible for periodically publishing in the *Federal Register* a list of those accrediting associations recognized by him to be reliable authorities as to the quality of training offered by institutions throughout the country.

The Korean G. I. Bill of 1952 was the first piece of legislation which made accreditation a prerequisite for federal assistance. There are now "some 20 federal aid to education programs [which] cite accreditation in the

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[28] Olson, *op. cit.*, Chapter II, p. 33.

determination of institutional eligibility. The list of accrediting agencies and associations has grown from 28 to 63, with several more seeking recognition."[29] There are 8,318 institutions eligible to receive federal funds. Because of the vast sums of federal money, such as $7.5 billion for the guaranteed student loan program alone,[30] tied to accrediting mechanisms, "the U. S. Office of Education has deemed it only prudent to establish and gradually intensify federal oversight of the operations of those accrediting agencies recognized by the Commissioner."[31]

The federal government has mounted its oversight functions in the area of accreditation with two objectives in mind: (1) to strengthen the accrediting association systems of self-regulation, and (2) to

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[29]T. H. Bell, Commissioner of Education. "Accreditation and the Education Consumer," a speech presented to the annual meeting of the Middle States Association of Colleges and Secondary Schools, December 6, 1974, in Washington, D. C., p. 2. Available from the Accreditation and Instructional Eligibility (A&IE) Staff, Office of Education, U. S. Department of Health, Education, and Welfare, Washington, D. C.

[30]Statement by T. H. Bell concerning the "Proposed Trade Regulation Rule of the Federal Trade Commission on Advertising, Disclosure, Cooling Off and Refund Requirements Concerning Proprietary, Vocational and Home Study Schools" before the Federal Trade Commission on December 16, 1974, p. 3. Available from the A&IE Staff, Washington, D. C.

[31]Statement by Peter P. Muirhead, deputy commissioner, Bureau of Postsecondary Education, U. S. Office of Education, before the Special Subcommittee on Education of the Committee on Education and Labor, U. S. House of Representatives, Hearings on "Federal Higher Education Programs--Institutional Eligibility and Accreditation." Ninety-Third Congress, Second Session. Washington, D. C.: U.S. Government Printing Office. Part I: Accreditation, July 18, 1974, p. 27.

strengthen the states' policies and procedures for the approval of postsecondary or degree-granting institutions.[32]

The "Criteria for Nationally Recognized Accrediting Agencies and Associations" were developed by the Office of Education to "encourage improvement in the accreditation process, particularly in the areas of responsiveness to the public interest and protection of the student."[33]

Changes in the procedures and operations of nationally recognized accrediting bodies which bear upon the interests of the education consumer include:

1. Measures to improve the self-assessment process;
2. Development of workshops for evaluation;
3. Change in evaluative criteria;
4. Adoption of due process and redress procedures;
5. Inclusion of lay persons on decision-making bodies; and
6. Stronger ethical practice codes for accredited institutions.[34]

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[32]The third area in which the U. S. Office of Education's efforts are concentrated is in improving its own program regulations and eligibility requirements. This is another aspect of the USOE's program which students should be aware of, although it does not deal with the specific topic of this booklet--i.e., accreditation. The new regulations for the Guaranteed Student Loan Program which were published in the *Federal Register* on February 20, 1975, include consumer safeguards for students participating in the program by providing pro-rata refund policies and information disclosure to prospective students. The disclosure to prospective students section has detailed references to information about a school's record of job placement in career fields.

[33]Statement by T. H. Bell before the Federal Trade Commission, *op. cit.*, p. 8.

[34]*Ibid.*

A copy of the revised "Criteria for Nationally Recognized Accrediting Agencies and Associations" can be obtained from the Accreditation and Institutional Eligibility Staff, U. S. Office of Education, 200 Maryland Avenue, S. W., Washington, D. C. 20202 (202/245-9570).

The Accreditation and Institutional Eligibility Staff processes complaints against any school accredited by an agency recognized by the Commissioner of Education. "Although the Office is not empowered to exercise direct control over educational institutions, it does seek to determine...whether or not a possible violation of the accrediting agency's standards has occurred...."[35]

The staff reviews the complaint and sends a copy to the relevant accrediting agency having jurisdiction, with a request that the matter be investigated and a report sent back to the staff. If the staff is not satisfied with the report, or the complainant provides further substantiating data, the staff may request the agency to investigate the matter further. The staff may also correspond directly with the institution.

The Accreditation and Institutional Eligibility Staff evaluates accrediting agencies every four years to determine if they are continuing to meet the "Criteria for Nationally Recognized Accrediting Agencies and Associations." In addition, the Commissioner of Education has the right to review an agency at any time in relation to its compliance with these criteria. For further information, contact the staff at the address given above.

In 1973, the U. S. Office of Education was one of three agency members of the Federal Interagency Committee on Education (FICE) to provide a grant to the Education Commission of the States to establish a "Task

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[35]Statement by Peter P. Muirhead before the Special Subcommittee on Education, *op. cit.*, p. 27.

Force on Model State Legislation for Approval of Postsecondary Education Institutions and Authorization To Grant Degrees." The "Model Legislation" which resulted:

> ...sets forth minimum standards which state agencies are encouraged to use for determining whether or not postsecondary education institutions of any type may operate within a state. These standards focus upon an institution's ability to enable students to reach their educational objectives. They call for providing fair and accurate information for prospective students in regard to the objectives, costs, and conditions involved. The "Model Legislation" requires not only truth in advertising, but also disclosure of relevant information. Finally, the "Model Legislation" provides--
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> --that institutions establish fair and equitable cancellation and refund policies; and
> --that the state agency develop conditions for licensing sales agents, provide procedures for the review of consumer complaints, and insure the preservation of academic records at institutions which cease to exist.[36]

Copies of the "Model Legislation" ($2 each) may be obtained from the Education Commission of the States, 300 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado 80203 (303/893-5200).

There is a plethora of activity and debate in the federal arena on accreditation and issues related to it. Peter P. Muirhead, deputy commissioner, Bureau of Postsecondary Education, USOE, commented:

> One of the pressing questions right now is just how far this [federal] oversight [of accreditation associations] can and should go in order to achieve

[36]Statement by T. H. Bell before the Federal Trade Commission, *op. cit.*, p. 6.

realistic assurance that both the students' educational rights and the taxpayers' dollars are protected while, at the same time, avoiding unwarranted federal intrusion into the educational process."[37]

VII. THE NEA POSITION: SELF-GOVERNANCE

The National Education Association and its state affiliates have over the past several years made "self-governance of the profession" one of their objectives. Essentially this means that educators want the legal right through professional standards and licensure boards or commissions at the state level to set standards for entry and continuation in the profession as well as to decide how and where teachers should be prepared. In 1971, the NEA developed "A Model Teacher Standards and Licensure Act" with this objective in mind. The emphasis by teacher associations on accreditation and certification and on elevating the professional status of teaching is increasing. (See the comparison of teaching with other professions, in the Appendix, page 29.)

What would this commission do that is not being done now? In nearly every state the responsiblity for the governance of the teaching profession lies with people who are not teachers. Decisions about teaching should be made, however, by teachers. The profession is not yet governing itself. A state professional standards and practices commission, which would have more teachers on it than any other group, would allow teachers to decide (1) who becomes a teacher, and (2) who remains a teacher.

Does this mean that teachers will control education? Definitely not. By state law the public controls edu-

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[37]Statement by Peter P. Muirhead before the Special Subcommittee on Education, *Ibid.*, p. 6.

cation and sets school policies. The proposed law does mean, however, that teachers will become responsible and accountable, and therefore professional.

The NEA has developed criteria for the kind of professional standards and licensure boards or commissions it wishes to see formed. These criteria are:

1. The state has either a legally established professional board which has legal responsibility for teacher licensure and for state approval of teacher education programs, or it has a board or commission which has the major say in the state about standards for certification and for accreditation of institutions which prepare teachers. (The latter may be advisory to the state board of education at first, but even so, if it is created by law, it can assume the standards determination role if it functions effectively.)

2. K-12 practitioners comprise a group larger than any other membership group (e.g., college representatives, citizens, school board members) on the board or commission.

3. The established professional board must have the approval and support of the state affiliate, including constant attention to implementation and maintenance of the board or commission.[38]

There are now only two states -- California and Oregon -- where commissions have full legal powers. Three other states -- Massachusetts, Minnesota, and Pennsylvania -- meet NEA criteria even though their boards are technically advisory. Fifteen other states have "practices and standards commissions and/or boards which were created by legislative act to be advisory to the state board of education." These are Alaska, Colorado,

[38]*Teacher Standards and Practices Commissions: A Directory*. Second edition. Washington, D. C.: National Education Association, August 1974. p. v.

Connecticut, Florida, Georgia, Idaho, Iowa, Kansas, Kentucky, Nebraska, North Dakota, Oklahoma, South Dakota, Texas, and Utah. "According to the NEA, many of the boards or commissions are inadequately funded and do not include the responsibility for certification and accreditation."[39]

Another seventeen states have legislation either being planned or pending: Hawaii, Illinois, Michigan, Montana, New Jersey, New Mexico, North Carolina, Ohio, Rhode Island, South Carolina, Tennessee, Vermont, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

It is still too early to determine the effect of increased teacher involvement in accreditation and state approval. It appears safe to say, however, that teachers are no longer content to let higher education "own" teacher preparation, or to let lay persons (present state boards of education) continue to set standards for teacher preparation.

More information about governance of the teaching profession and how your association can become involved is available from NEA Instruction and Professional Development, 1201 16th Street, N. W., Washington, D. C. 20036 (202/833-4187). Ask particularly about playing the *Governance Game*, and request a copy of it.

In addition, special concern has been expressed by the NEA about performance-based teacher education (also referred to as competency-based teacher education or competency-based education) since PBTE has been mandated in some states. PBTE is still only in the experimental stage. PBTE programs should be carefully examined for validity before they are approved or implemented. The NEA position on PBTE is also available from NEA-IPD.

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[39]Stinnett, *op. cit.*, p. 6.

APPENDIX

LICENSURE AND ACCREDITATION IN SELECTED PROFESSIONS

PROFESSION	INITIAL LEGAL LICENSURE	ACCREDITATION OF PREPARATION INSTITUTIONS
Accountancy	By state boards of accountancy, all or majority of whom are practitioners nominated by profession; examination plus experience necessary for licensure in most jurisdictions.	Accreditation by American Association of Collegiate Schools of Business or Regional Accrediting Association or State Board Review.
Dentistry	By state boards of dental examiners, all or majority of whom are practitioners appointed by governors —in many states on recommendation of state dental societies.	National by Council on Dental Education, American Dental Association. States require graduation from accredited institutions for licensure.
Medicine	By state boards of medical examiners, all or majority of whom are practitioners nominated by profession.	National by Liaison Council on Medical Education, American Medical Association and Association of American Medical Colleges. Required.
Law	By state boards of bar examiners, all or majority of whom are practitioners appointed by state supreme court.	National by Council of the Section of Legal Education and Admissions to the Bar, American Bar Association. Required for licensure in most states.
Nursing	By state boards of nursing, all or majority of whom are practitioners nominated by profession.	State required by state board of nursing; national available on voluntary basis by National League for Nursing.
Osteopathic Medicine	By one of the following, depending on the state: State board of osteopathic examiners State board of medical examiners Composite board of medical and osteopathic examiners.	National by American Osteopathic Association. Required.
Teaching	In most states, licensure and accreditation functions for elementary and secondary teachers are controlled by state boards of education whose members are laymen, not practitioners. (College teachers are not licensed.) National accreditation of preparation institutions by the National Council for Accreditation of Teacher Education is voluntary. Members of state boards of education are either appointed by the governor or elected by the general citizenry.	
Engineering	By state boards of engineering examiners, all or majority of whom are practitioners nominated by profession; license granted on demonstrated competence, including examination.	National by Engineers' Council for Professional Development. Voluntary; State also voluntary.
Architecture	By state boards of architectural examiners, all or majority of whom are practitioners nominated by profession; license granted on examination.	National by National Architectural Accrediting Board, Inc. Voluntary.

Part Two

GUIDELINES FOR TEACHER INVOLVEMENT TO IMPROVE TEACHER EDUCATION

I. HOW TO BEGIN

At this point, the question in teachers' minds probably is, "Where do I start; what do I do?"

Begin by gathering information. Involvement and change in the accreditation process for teacher education does not occur overnight. The ability of teachers, working through their professional associations, to persuade national accrediting bodies, state department of education officers, state legislators, and other members of the local teacher association will depend on the factual data which is used to support their claims and on the manner in which their positions are presented.

Reflect on your own teacher preparation experiences, and on what the association is doing. Some questions you might ask are as follows:

1. When was your own college or university accredited?

2. What do your colleagues in the local association think about their preparation to become teachers?

3. What is the position of the local association on teacher education?

4. What committees does the association have dealing with teacher education?

5. What are the state department of education standards for teacher education?

6. How can your association influence the content of teacher education? (For example, request a copy of the *Iowa Governance Packet* from NEA-IPD, 1201 16th Street, N. W., Washington, D. C. 20036 (202/833-4187) and work to have it included in the preservice curriculum at the teacher education institutions in your state.

II. WHAT TO FIND OUT ABOUT STATE AGENCIES

Before you begin any activity at the state level, be sure that you have a good understanding of the state board of education and the state department of education, of legislative and court actions which relate to teacher preparation and certification, and of the influential groups which are active at the state level.

State Boards and Departments of Education

State boards of education are elected in some states and appointed in others. State board members are the policy makers. State departments of education, headed by the chief school officer in the state, are the staffs that carry out state board policy. You need to find out:

1. Who has the legal authority for approval of teacher education institutions and programs and for teacher certification? How was this authority granted -- by legislative statute or board of education policy?

2. How is the state board of education structured? What are the lines of authority? Who has unofficial authority or power?

3. Who are the staff directly responsible for teacher preparation?

4. What is the relation of the state board to teachers and to the state legislature?

5. What is the main work of the state board of education? What activities is the board planning for the near future, for example, proposed legislation to set up a practices commission, or a revision of the state standards for teacher preparation?

State Budget for Education

1. What is the amount and source of funds to maintain the operation of the state board of education, committees and commissions, the development of standards, and the conduct of evaluation visits?

2. What is the budgeting cycle? When and how can you have input into it?

3. When is the budget presented to the legislature? Are there open hearings? What is the procedure for giving testimony?

State Advisory Committees or Commissions

1. What are the committees or commissions at the state level?

2. What are the major activities of these committees or commissions?

3. Who are the members of the committees or commissions? Who do they represent? How are these members selected?

4. Do the governing documents for these committees or commissions allow for teacher representation?

5. What is the procedure for getting teacher representation on the committees or commissions?

6. How often do the committees or commissions meet, and where? Are the meetings open?

State Approval for Teacher Preparation

A. Standards

1. What are your state's standards for teacher preparation? Who developed them?

2. How and when were the standards developed? When were they revised last?

3. How were these standards validated?

4. How do the standards compare with standards of the National Council for Accreditation of Teacher Education? With standards of the National Association of State Directors of Teacher Education and Certification? Were the NCATE or NASDTEC documents used in the development of your state's standards?

5. Do your state's standards provide for teacher involvement in the design or evaluation of teacher education curricula?

6. How often are the standards changed? What is the procedure?

7. How do the state standards relate to the state certification requirements?

B. State Visitations

Request that all relevant materials be sent to you -- the institutional self-evaluation forms, guide to preparing the institutional report, state handbooks or manuals on procedure.

1. What colleges and universities in your state have teacher education programs?

2. Does your state use the approved-program approach? Does your state conduct visitations? If not, how are schools of education or teacher candidates evaluated? (The NEA's *Manual on Standards Affecting School Personnel in the United States*, 1974 Edition, may be of help to you in answering such questions. It is available for $6.50 from the NEA Order Department, Academic Building, Saw Mill Road, West Haven, Connecticut 06516.)

3. What are the procedures and timetable for state visitations?

4. How is the institutional self-study, if any, conducted? By whom?

5. What are the relevant committees and activities at teacher preparation institutions on which teachers can serve?

6. How are visitation team members chosen? What is the representation allotted to each interest group? Are teachers represented?

7. How many teachers have served on teams? How many teachers were recommended? What is the proportion of those accepted to those turned down?

8. Who votes on granting approval of teacher preparation programs? How is information released on actions taken on program approval?

9. How many schools have been approved or denied approval, or have had their state approval postponed? What were the reasons?

10. What due process guarantees are included in the denial of state approval? What is the appeal procedure?

Relationships with Other Accrediting Agencies

1. Does the state department of education conduct visitations with the regional accrediting association? With NCATE?

2. Are there any teachers in your state who are on NCATE or regional accrediting association committees and governing bodies?

Legislature

1. Who are the majority and minority leaders? Other influential leaders?

2. Who are the members of the education and budget committees? Which legislative districts are they from? What are their voting records? Are they "friends of education"?

3. Is there pending legislation either directly or indirectly related to teacher education and accreditation? What action is expected on it? Obtain copies of any proposed legislation.

Courts

1. What accreditation/education-related cases have been decided in your state courts?

2. What are the sources of free legal aid or consultation?

3. What are the major groups active in accreditation -related legal challenges in your state or federal district?

Interest Groups

1. What other interest groups in your state, such as consumer protection groups, are concerned with accreditation?

2. Do you share a commonality of goals and concerns?

3. Who are the leaders of these groups?

4. When do these groups hold their meetings or caucuses?

III. WHAT TO DO WITH STATE AGENCIES

There are numerous activities in which you can become involved at the state level.

State Board or Department of Education

1. Obtain representation on the state standards and licensing commission and become involved in its activities.

2. Participate in visitations or in the application and development of state standards.

State Legislature

1. Become involved in the election/selection process for members of the state legislature.

2. Become involved in legislative efforts to create an independent state standards and licensing commission.

3. Have a legislative-publicity chairperson and a legislative program.

4. Develop effective lines of communication and essential rapport with members of the state legislature.

5. Provide testimony at state hearings on accreditation and teacher education.

Influential Groups

1. Seek out possible friends among private organizations interested in education.

2. Join with them when possible, on specific projects such as passing standards legislation. Request

from NEA-IPD information to give to parents on self-governance for the teaching profession.

IV. PARTICIPATING IN NCATE

Refer to section IV in Part One, "National accreditation" (pages 15-20), for background information on NCATE and reasons why teacher involvement in NCATE is important.

1. Write to NCATE, 1750 Pennsylvania Avenue, N. W., Washington, D. C. 20006 (202/298-7118) and request a copy of the current *Annual List* of institutions accredited by the Council.

2. Determine which teacher preparation institutions in your state have been accredited by NCATE.

3. Consider negotiating into local contracts a provision which would specify that only graduates of NCATE-accredited institutions be employed.

4. Find out from your state association the names of teachers in your state who have been or currently are members of NCATE visiting teams and arrange for them to share their experiences and recommendations with the members of the association.

5. Recommend outstanding teachers to be members of NCATE visiting teams by sending their names to your state association, with copies to NCATE and to NEA-IPD (Governance).

V. WORKING WITH THE STUDENT NEA

Student NEA members and teachers share a commonality of interest in teacher preparation. Teachers may wish to develop rapport with local Student NEA members in order to accomplish tasks mutually beneficial to both. Some suggested actions follow:

1. Examine the Student NEA's "Essential Criteria for Teacher Preparation Programs" and consider incorporating them into teacher-developed standards.

2. Engage in joint activities with students in projects such as:

   a. Developing guidelines for teacher participation in the supervising of student teachers and interns.

   b. Designing and conducting studies on the concerns of recent Student NEA graduates about their teacher preparation.

   c. Determining the preservice needs of students.

   d. Defining and upgrading the role and training of cooperating teachers and student teachers.

   e. Working for the passage of state laws to establish an independent standards and licensing commission.

3. Become active with a Student NEA chapter.

   a. Plan and work for valid input into the state-level Student NEA by requesting student data to identify and reflect needs and effectuate change in teacher preparation at the state level.

   b. Work for the adoption of Student NEA recommendations for the improvement of teacher preparation.

APPENDIX

NEA RESOLUTION 75-33: TEACHER EDUCATION

The National Education Association believes that teachers and students preparing to teach must be directly involved in evaluating and improving the standards for teacher preparation and certification. The Association insists that teacher involvement is necessary in planning and implementing quality teacher education programs.

Teacher educators must be certificated and experienced in their instructional areas.

The Association also believes that preprofessional practicum experience is an essential phase of teacher preparation. The responsibility for the practicum experience must be shared by the public schools, the institutions that prepare teachers, and professional associations.

The Association urges its affiliates to–

a. Take immediate steps to evaluate and improve standards for entrance into the teaching profession.
b. Critically assess current college and university programs of teacher education and make specific recommendations for changes.
c. Support inclusion of training in the dynamics of intergroup communication and human relations courses in requirements for certification and the provision for inservice workshops in these areas for experienced teachers and administrators.
d. Support legislation providing legal status and liability protection for student teachers.
e. Develop guidelines for qualifications of cooperating teachers and college coordinators of student teachers.
f. Support inclusion of instruction in school law and in the values, ethics, responsibilities, and structure of professional teachers organizations.
g. Support the teaching of methods courses by teachers currently employed in elementary and secondary schools.
h. Formulate standards for school systems receiving student teachers. Supervising or cooperating teachers in a student teaching program should have reduced teaching loads and be given a minimum established compensation.
i. Recommend Student NEA membership before participation in preprofessional experiences and student teaching.
j. Take immediate steps to improve the selection of persons entering the profession through more effective screening of applicants for the preprofessional practicum.
k. Offer guidance to teacher preparation institutions to prepare teachers in numbers consistent with projected need for teacher positions.
l. Support inclusion in master contracts or school policies that acceptance of student teachers be on a voluntary basis.